

Message Text

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ACTION IO-14

INFO OCT-01 NEA-10 ISO-00 HEW-08 AID-20 DEAE-00 CIAE-00

INR-10 JUSE-00 NSAE-00 RSC-01 SNM-02 SY-03 TRSE-00

USIA-15 NSC-07 SCI-06 OMB-01 AGR-20 DODE-00 DRC-01

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R 280611Z MAR 74

FM AMEMBASSY ISLAMABAD

TO SECSTATE WASHDC 3960

INFO USMISSION GENEVA

AMEMBASSY KABUL

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E.O. 11652: N/A

TAGS: SNAR, PK

SUBJECT: NARCOTICS: VISIT OF UN TEAM

1. SUMMARY. TWO-WEEK VISIT BY UN NARCOTICS TEAM GOT OFF TO SHAKY START WHEN NARCOTICS BOARD (PNCB) MEMBERS REACTED WITH HOSTILITY TO TEAM LEADER'S EFFORTS TO ELICIT GOP STATEMENT OF INTENT REGARDING BAN TIMETABLE, BUT SUBSEQUENTLY BECAME MORE CORDIAL. TEAM, WHICH STAYED IN CLOSE TOUCH WITH US MISSION THROUGHOUT ITS STAY, EXPRESSED TO US RESERVATIONS ABOUT GOP PROPOSAL FOR REGIONAL PROGRAM FOR BUNEER, WHICH WOULD RELY ON DEVELOPMENT ITSELF AS BASIC INCENTIVE TO WEAN FARMERS FROM POPPY, AND IS THINKING OF MORE DIRECT APPROACH, NAMELY PROVIDING AGRICULTURAL INPUTS ONLY TO FARMERS WHO CONTRACT TO CEASE POPPY PRODUCTION. THIS PROGRAM WOULD BE LINKED TO ANNUAL POPPY SURVEY AND GOVERNMENT COMMITMENT TO TAKE ENFORCEMENT MEASURES AGAINST BACKSLIDERS. TEAM PLANS TO RECOMMEND PROVISION OF SOME ENFORCEMENT EQUIPMENT TO PNCB HEADQUARTERS, BUT WILL OTHERWISE NOT INVOLVE ITSELF IN ENFORCEMENT. WHO REP FOUND EVIDENCE OF SIGNIFICANT OPIUM ADDICTION IN BUNEER AREA. TEAM LEADER

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ARGUES STRONGLY THAT UN SHOULD AGREE TO MOVE QUICKLY TO

LAUNCH PROGRAM IN BUNEER FOR INITIAL 2-3 YEAR PERIOD. TEAM HOPES TO HAVE REPORT READY BY MAY 1. END SUMMARY.

2. UN TEAM HEADED BY MICUTA, DEP. DIR. DY KK AND COMPOSED OF DAVIES (DND), GREENSHIELDS (FAO), HUSTON (FAO), LING (WHO), AND MARLAND (ILO) VISITED PAKISTAN MARCH 7-20. AFTER INITIAL 2 AND ONE HALF DAYS IN ISLAMABAD, TEAM MOVED TO PESHAWAR FOR TWO DAYS OF TALKS WITH GOVERNOR, CHIEF SECRETARY, AND OFFICIALS OF RELEVANT PROVINCIAL DEPARTMENTS. TEAM THEN SPENT FIVE DAYS IN SWAT, MAINLY IN BUNEER SUB-DISTRICT WHERE GOP WISHES UN TO CONCENTRATE ITS EFFORTS, FOLLOWED BY WRAP-UP SESSIONS IN ISLAMABAD. TEAM HAD LENGTHY MEETING WITH US MISSION BOTH AT BEGINNING AND END OF VISIT.

3. AT OUTSET MICUTA STRESSED TO US THAT TEAM INTENDED TO MAKE CLEAR TO GOP THAT ITS TERMS OF REFERENCE REQUIRED THAT ANY ASSISTANCE IT MIGHT PROVIDE BE DIRECTLY RELATED TO OBJECTIVE OF ELIMINATION OF POPPY PRODUCTION. HE ALSO EMPHASIZED THAT UN WISHED TO AVOID GETTING INVOLVED IN INNOCUOUS PROGRAM WHICH COULD BE USED BY GOP TO SHIELD ITSELF AGAINST PRESSURES BY USG OR UN FOR MEANINGFUL ACTION TO ELIMINATE POPPY PRODUCTION. WHEN MICUTA TOOK FORMER LINE IN INITIAL MEETING WITH PNCB MEMBERS, PRESSING FOR STATEMENT OF INTENTION WITH RESPECT TO TIMING FOR TOTAL BAN ON PRODUCTION THROUGHOUT COUNTRY, ORAKZAI AND OTHER BOARD MEMBERS REPORTEDLY REACTED SHARPLY. BOARD MEMBERS EXPRESSED OPPOSITION TO UN ATTACHING SUCH STRINGS TO ITS ASSISTANCE, HINTING THAT UN WAS TAKING ITS CUE FROM USG, AND SAID THEY WOULD NOT NEGOTIATE UNDER PRESSURE. TEAM MEMBERS DESCRIBED MEETING AS "CONFRONTATION" AND THERE WAS SOME FEAR THAT THE VISIT WOULD BE ABORTED. TENSION EASED, HOWEVER, WHEN TEAM MOVED ON TO PESHAWAR, AND BY THE TIME GROUP REGAINED ISLAMABAD CORDIALITY APPEARED TO PREVAIL.

4. TEAM PRESENTED FOLLOWING TENTATIVE CONCLUSIONS TO US MISSION REPS MARCH 19: A) PRODUCTION. TEAM CONCLUDED THAT GOP COULD NOT FEASIBLY ANNOUNCE AND IMPOSE TOTAL BAN ON PRODUCTION IN COUNTRY BECAUSE OF ITS LACK OF BOTH POLITICAL POWER AND ENFORCEMENT CAPACITY IN AREAS CONCERNED. HOWEVER, MICUTA SAID THAT THERE WAS AGREEMENT AMONG TEAM MEMBERS THAT LIMITED OFFICIAL USE

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BOTH GOP AND PROVINCIAL GOVERNMENT ARE SERIOUS ABOUT ELIMINATING POPPY PRODUCTION AND ARE PREPARED TO PROCEED SYSTEMATICALLY IN STAGES TO DO SO. PAKS PROPOSED \$16.5 MILLION REGIONAL DEVELOPMENT PROGRAM FOR BUNEER AREA ON ASSUMPTION THAT DEVELOPMENT PROJECTS UNDERTAKEN IN PILOT AREA WOULD INDUCE FARMERS TO SHIFT FROM POPPY TO OTHER ECONOMIC ACTIVITIES, THEREBY ESTABLISHING PATTERN TO BE EMULATED IN OTHER AREAS. FAO REP GREENSHIELDS CRITICIZED THIS APPROACH

ON THREE GROUNDS: (1) GENERAL DEVELOPMENT ASSISTANCE TO AREA WOULD BE TOO EXPENSIVE FOR UNFDAC (HE GUESSED \$16.5 MILLION FIGURE WOULD COVER ONLY ONE-FOURTH OF TOTAL COST); (2) IT IS NOT NECESSARILY LOGICAL TO ASSUME THAT ECONOMIC DEVELOPMENT ALONG WILL LEAD TO POPPY ELIMINATION; IT COULD LEAD TO IMPROVED POPPY PRODUCTION; AND (3) EVEN IF POPPY WERE ELIMINATED IN BUNEER, UN WOULD WANT TO MAKE SURE PRODUCTION WOULD NOT BE INCREASED OUTSIDE PILOT AREA. GREENFIELDS TENTATIVELY OUTLINED AS AN ALTERNATIVE A MORE DIRECT APPROACH UNDER WHICH UN MIGHT MAKE "HOME AND FARM AGREEMENTS" WITH INDIVIDUAL BUNEER CULTIVATORS TO PROVIDE INPUTS OVER SEVERAL YEAR PERIOD IN RETURN FOR FARMERS' PROMISE TO CEASE POPPY PRODUCTION. THESE AGREEMENTS WOULD HAVE TO BE MADE UNDER COVER OF BLANKET AGREEMENT WITH VILLAGE AND TRIBAL LEADERS IN AREA, AND PROVINCIAL GOVERNMENT WOULD HAVE TO GIVE UNDERTAKINGS TO TAKE ENFORCEMENT ACTION AGAINST ANY BACKSLIDING FARMERS. UN WOULD AT SAME TIME INSIST THAT

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INR-10 JUSE-00 NSAE-00 RSC-01 SNM-02 SY-03 TRSE-00

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DEVELOPMENT ASSISTANCE BE LINKED TO ANNUAL SURVEILLANCE OF ENTIRE POPPY PRODUCTION ZONE IN NWFP, THROUGH BOTH AERIAL PHOTOGRAPHY AND SYSTEMATIC SAMPLING ON GROUND. HE STRESSED THAT THIS SUGGESTION WAS HIGHLY TENTATIVE AND BY NO MEASURE

FINAL RECOMMENDATION. MICUTA SAID THAT UNDP RESREP IN ISLAMABAD HAS ALSO INDICATED THAT SOME REGULAR DEVELOPMENT FUNDS MIGHT BE ASSOCIATED WITH POPPY PROJECT SO AS TO CONTRIBUTE TO MORE GENERAL REGIONAL DEVELOPMENT GOAL FOR THE AREA. FAO REPS INDICATED APPROVAL OF CHOICE OF BUNEER AS PILOT AREA, NOTING THAT POPPY PRODUCTION COVERED BETWEEN 15-50 PER CENT OF CULTIVABLE LAND AND THAT WATER AVAILABILITY AND SOIL CONDITIONS SEEMED PROPITIOUS FOR AGRICULTURAL DEVELOPMENT. TEAM SEEMED UNCERTAIN WHETHER GOP WOULD BE RECEPTIVE TO GREENSHIELD'S DIRECT APPROACH, WHICH HE APPARENTLY DID NOT DISCUSS WITH PNCB, BUT EXPRESSED CONFIDENCE ON BASIS OF CONVERSATIONS IN BUNEER THAT INDIVIDUAL FARMERS WOULD AGREE, PROVIDED VIABLE ECONOMIC ALTERNATIVES ARE OFFERED, BECAUSE HARVESTING IS EXTREMELY ONEROUS AND THEY WISH TO TERMINATE BOTH HARASSMENT BY CRIMINAL ELEMENTS ASSOCIATED WITH PRODUCING AND MARKETING OPIUM AND DANGER THAT MEMBERS OF THEIR FAMILIES WILL BECOME DRUG ABUSERS.

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(B) ENFORCEMENT. UN TEAM VIEWS ENACTMENT OF FEDERAL LAW AS KEY TO PROGRESS IN THIS FIELD. DRAFT LAW, WHICH PNCB REPORTS HAS BEEN SENT TO CABINET AND IS EXPECTED TO ENTER INTO EFFECT WITHIN NEXT 2-3 MONTHS, WILL MAKE PNCB FOR FIRST TIME INDEPENDENT OPERATIONAL ENTITY AND RELIEVE IT OF ITS CURRENT DEPENDENCE ON POLICY AND OTHER ENFORCEMENT AGENCIES. DAVIES EXPRESSED ADMIRATION FOR PNCB EFFORTS DURING PAST 1-2 MONTHS TO RECRUIT STAFF FOR FIU'S, DESCRIBING SELECTION PROCESS AS RIGOROUS. DAVIES WAS SKEPTICAL OF PROVINCIAL CAPACITY TO ENFORCE PRODUCTION BAN IN MERGED AREAS AS A WHOLE, ALTHOUGH HE THOUGH THERE MIGHT BE SOME POSSIBILITY OF ENFORCING COMPLIANCE WITH LICENSES IF LICENSING WERE INITIATED IN MERGED AREAS. DAVIES SAID HE PLANNED TO RECOMMEND UN PROVISION OF EQUIPMENT REQUESTED BY PNCB FOR TRAINING, DRUG IDENTIFICATION, AND CRIMINAL INVESTIGATION LABORATORY.

(C) TREATMENT AND REHABILITATION. WHO REP REPORTED THAT WHILE VISITING SEVERAL VILLAGES IN BUNEER AREA IN COMPANY OF LOCAL PHYSICIANS HE ENCOUNTERED SIGNIFICANT NUMBERS OF OPIUM ADDICTS, INCLUDING YOUTHS EXHIBITING MARKED WITHDRAWAL SYMPTOMS. IN ONE VILLAGE HE VISITED HE WAS TOLD THAT 85 PERCENT OF THE MALE POPULATION WAS ADDICTED. HOWEVER, HE WAS UNABLE TO COLLECT ANY RELIABLE STATISTICS. ILO REP WAS DOUBTFUL UN SHOULD ATTEMPT TO ESTABLISH SPECIAL FACILITIES FOR ADDICTS IN BUNEER APART FROM MORE GENERAL HEALTH FACILITIES IN AREA AS ELEMENT OF PILOT PROJECT, BUT IS REMAINING ON IN PAKISTAN FOR CONSULTATIONS WITH GOP ON ILO ASSISTANCE TO GOP EFFORTS TO ESTABLISH CLINICS IN LARGE CITIES.

5. MICUTA EXPRESSED SATISFACTION WITH PREPARATIONS MADE BY PAKS FOR UN VISIT AND INDICATED THAT HE HAD FOUND GOP FAR MORE FORTHCOMING AT INITIAL STAGE THAN OTHER COUNTRIES LIKE THAILAND WHERE UNFDAC NOW WORKING SUCCESSFULLY. WHILE RECOGNIZING THAT MANY QUESTIONS REMAIN UNANSWERED, HE STRONGLY FAVORS UN DECISION TO LAUNCH PROGRAM IN PAKISTAN AS QUICKLY AS POSSIBLE. HE EXPRESSED VIEW THAT UN SHOULD PLAN ON GOING INTO BUNEER WITH PROJECT FOR INITIAL 2-3 YEAR PERIOD, WITHDRAWING AFTER THAT TIME IF RESULTS UNSATISFACTORY. OTHERWISE, LIMITED OFFICIAL USE

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HE REASONS, UN WILL BE PASSING UP SIGNIFICANT OPPORTUNITY TO BATTLE ILLICIT PRODUCTION. HE BELIEVES THAT UN BY MAINTAINING PRESENCE IN AREA WILL BE IN POSITION TO PRESS GOP AND PROVISIONAL GOVERNMENT TO TAKE CORRECTIVE ACTIONS WHICH WOULD OTHERWISE BE HARD TO ACHIEVE. MICUTA STRONGLY EXPRESSED HOPE THAT USG AND OTHER DONORS WOULD BE WILLING TO SUPPLEMENT LIMITED RESOURCES UNFDAC COULD PUT INTO AREA, NOTING THAT UN COULD MAKE LITTLE CONTRIBUTION TO INFRASTRUCTURE NEEDS SUCH AS ROADS.

6. IN SUBSEQUENT CONVERSATION WITH EMBOFF ORAKZAI REMARKED THAT BEFORE ARRIVAL OF UN TEAM HE BELIEVED THAT UNFDAC HAD COMMITTED ITSELF TO \$3.5 MILLION PROGRAM FOR PAKISTAN. HOWEVER, HE CLAIMED THAT WHEN TEAM ARRIVED IT HAD IMMEDIATELY BEGUN HEADGING THIS COMMITMENT WITH CONDITIONS. (MICUTA TOLD US THAT ORAKZAI DURING LAST DAYS OF TEAM VISIT APOLOGIZED FOR EXAGGERATING EXTENT OF UN COMMITMENT TO DO SOMETHING FOR PAKISTAN.)

7. DAVIES INFORMED US THAT HE HOPES TO HAVE REPORT READY FOR PRESENTATION TO UNFDAC BOARD BY MAY 1. ASSUMING TEAM RECOMMENDATIONS ARE APPROVED BY UNFDAC AND GOP, NEXT STAGE WOULD BE COMPREHENSIVE GEODETIC-TYPE SURVEYS TO PROVIDE KIND OF DATA REQUIRED TO PLAN MEANINGFUL DEVELOPMENT PROJECT FOR BUNEER AREA. BYROADE

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